INTEGRATED GUIDANCE FOR SHELTER MANAGEMENT

INTRODUCTION TO SHELTER MANAGEMENT

A Technical Report

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INTRODUCTION TO SHELTER MANAGEMENT

(A Technical Report)

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ABSTRACT

The product of the research described in this technical report was a training text entitled <u>Introduction to Shelter Management</u>. The text was designed for use in end-product shelter management training.

The technical report also briefly describes several different approaches to shelter management training into which the training text can be fit. The recommended approach was to use the text as background reading, and to use class meetings for discussions of specific problems and guidance pertinent to the particular group of shelter manager trainees attending the course.

The content and organization of the textbook are briefly described in the report, and suggestions are offered for further research in the field of shelter management training.

ACKNOWLEDGMENTS

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THE PROBLEM

Shelter management training is a key objective of the National civil defense program. The achievement of this training goal has been hindered by the lack of a standardized textbook for use in shelter manager training courses. Educators associated with the civil defense training efforts have identified the lack of a standard introductory textbook as a significant gap in the training program.

The absence of such a textbook is understandable in the light of the problems that are inherent in the development of standardized training materials for use on a nationwide basis. First, there is the factor of student variety. Persons taking shelter manager training represent diverse work backgrounds and educational levels. A standardized text would have to be compatible with a wide range of student backgrounds; not too technical for those with a more limited background, yet not so elementary as to impart no new information to persons with previous knowledge of the subject matter.

Another hurdle for a textbook to overcome is the diversity present in the length of time devoted to a shelter manager training course. Although OCD guidance recommends a course of from 8 to 12 hours (Department of Defense, Office of Civil Defense, 1963a), actual shelter manager courses have ranged from 4 to 30 hours in duration.

What topics should be covered in a shelter manager course, and how much time should be allotted to each topic, are two questions to which there are no standard answers. Some courses have emphasized the National civil defense program with little attention devoted to management duties during the in-shelter period. Many courses have virtually ignored the peacetime responsibilities of the shelter manager. At the present time, there can be as many varieties of shelter manager courses as there are shelter management instructors.

Perhaps the most important hurdle that a standard textbook has to overcome is the great variety in types of shelters and in the environmental setting in which shelters are located. Small versus large, highrise versus underground, single space versus multiple spaces, city versus rural, warm climate versus cold climate, homogeneous population versus heterogeneous population--are only a few examples of shelter system factors that must be taken into account in shelter management training.

In light of this, the goal of this project became not only to prepare a standardized shelter management textbook, but also to develop an approach to shelter manager training that would permit the text to serve the widest possible range of training situations.

THE APPROACH

Development of Shelter Manager Training Philosophy

The AIR philosophy of shelter manager training can be summarized in terms of the objectives we attempted to achieve in the textbook, Introduction to Shelter Management.

1. Brevity. Time is an important factor in recruiting shelter managers. If a training course is too lengthy or drawn out, the task of getting suitable volunteers is increased. This textbook was developed to fit into the framework of the 12-hour course recommended by OCD.

2. General guidance. To meet the goal of brevity, the contents of the textbook must be general in nature. If the text attempted to describe the possible range of solutions to every conceivable shelter problem, it would become huge, unwieldy, and, therefore, an unread document.

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3. <u>In-shelter emphasis</u>. The most important knowledge a shelter manager must obtain from his training course pertains to his emergency role--organizing and operating a shelter under emergency conditions. The second most important area for guidance is the shelter manager's peacetime responsibilities in establishing and maintaining operational readiness of his facility. It was felt that other subjects relevant to shelter management were adequately covered in existing publications, and, therefore, were not included in the <u>Introduction to Shelter Management</u>.

4. <u>Applicability to a wide range of training situations</u>. The optimum application of these training materials in a shelter manager course is as follows:

If possible, students should be given the text prior to the beginning of the course, with an assignment to familiarize themselves with some of the basic materials in the text. Between group sessions, chapters in the text should be assigned to be read outside the classroom. At the beginning of each class session, the instructor should review the general material in the textbook, perhaps with a quiz. The bulk of the very valuable classroom time should be devoted to a discussion of the unique management problems faced by the present group of students, and not to an introduction to elementary materials that the student could very easily pick up beforehand.

If desired, the <u>Introduction to Shelter Management</u> can be used in the more traditional sense--to provide the content for classroom meetings. The job of the shelter manager is so complex that a full 12-hour class could be used merely to outline and briefly discuss the manager's responsibility on a very general level.

Finally, in the event no classroom meetings are possible, it is felt that the training volume produced under this

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contract could be read with some profit on an individual basis by a prospective manager.

The use priorities may be briefly summarized as:

a. <u>Highest priority--Introduction to Shelter Management</u> as background material, class sessions devoted to specific guidance and problems.

b. <u>Second priority</u>--textbook used as the major source of classroom content.

c. <u>Last resort</u>--textbook used on a self-instructional basis.

Development of Textbook Content

The content of the management training text was derived from many sources, including:

1. <u>Guide to Shelter Organization and Management</u> (Bend, Griffard, Schaner, Shively, & Hudak, 1963).

2. Existing OCD shelter management training documents:

   a. <u>Guide for Community Fallout Shelter Management</u> (Department of Defense, Office of Civil Defense, 1963b).

   b. <u>Shelter Management Instructor's Guide</u> (Department of Defense, Office of Civil Defense, 1963a).

   c. <u>Textbook for Shelter Management Instructor</u> (Department of the Army, Office of Civil Defense, undated).

   d. Shelter management training materials of the Eastern Training Center (Brooklyn, New York) and Western Training Center (Alameda, California).

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3. Research publications and other OCD documents related to
   shelter management.

The Guide to Shelter Organization and Management (Bend, et al., 1963)
was the major source of management information. The information items in
the 600-page Guide were carefully evaluated for their appropriateness in
an introductory textbook. Many of the details in the Guide were deleted,
and much of the remaining material was reorganized.

Description of the Contents of the Training Document

This section contains a brief summary of the contents of the textbook,
organized in the order in which the chapters are presented in the text.

Part I.   Overview of Shelter Management

Chapter 1. Overview of Shelter Management. This chapter introduces
the goal of shelter management: ". . . to return as many shelterees as
possible to the post-attack world, physically and psychologically capable
of assuming their roles in the recovery and reconstruction of the society."
It covers principles of shelter leadership and management, the various
phases which will characterize the shelter stay, and an introduction to
some of the shelter emergencies that may arise. This chapter serves as a
general overview of the responsibilities of the shelter manager.

Part II.   Organizing the Shelter

Chapter 2. Organizing the Shelter Population. Covers the respon-
sibilities of the shelter manager in organizing people into appropriate
groups which combine to form a functioning shelter society.

Chapter 3. Organizing Shelter Resources. Covers the development of
plans for the effective control and use of resources in the shelter.

Chapter 12. Sanitation. Discusses establishment of toilet facilities, maintenance of shelter cleanliness, and feasible personal hygiene procedures.

Chapter 13. Medical Care. Provides management techniques for the establishment of a medical capability (personnel, areas, supplies, and equipment), detection and treatment of medical problems; also discusses preventative medicine.

Part V. Supporting Operations

Chapter 14. Power and Illumination. Discusses auxiliary lighting devices, control of emergency lighting use, levels of illumination for shelter activities, and problems in the use of auxiliary power generators.

Chapter 15. Communication. Establishes procedures for internal and external communications, including communication between management and the shelter population, and procedures allowing the shelter population to communicate with its leaders.

Chapter 16. Training. Describes management factors in supervising the development and implementation of in-shelter training.

Part VI. Enhancing Adjustment to Shelter Living

Chapter 17. Psychological Support. Discusses techniques which support the morale and mental well being of shelterees under the conditions of stress produced by nuclear attack.

Chapter 18. Religious, Recreational, and Service Activities. Considers management factors in establishing a program of social, spiritual, and service activities in-shelter.

Part VII. Pre-Occupancy and Post-Occupancy Management Responsibilities

Chapter 19. Pre-Occupancy Management Responsibilities. Outlines the shelter manager's peacetime responsibilities in the establishment and maintenance of operational readiness of his facility.

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Chapter 20. Post-Occupancy Management Responsibilities. Discusses the shelter manager as a force in the recovery and reconstruction efforts of his community; identifies management responsibilities during the temporary emergence phase.

Development of Appendices to Training Text

Content

The appendices to the training text are made up of: (1) discussion questions intended to lead the class into consideration of the problems of specific shelter situations; (2) a number of short-answer questions of fill-in format, together with the answers, designed to test familiarity with the text material; and (3) a list of suggested readings for more specialized information in each area. The documents on the suggested reading lists are mostly guidance materials put out by the Office of Civil Defense and reports of research done under contract to OCD. A fourth appendix consists of two sets of over-all review questions and answers, one for the manager of a large shelter, and the other for the manager of a small shelter. The review questions, which may be used as a final examination, are all multiple choice, and require the student to make decisions on a wide variety of shelter problems. The problems are presented in a time sequence that represents an extended period of shelter confinement.

Evaluation of the Training Products

The training materials and the approach to shelter management training were evaluated in the following ways:

1. Initial field familiarization by those on the project staff with local training situations, problems, etc. As a specific case, a shelter management class conducted through

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the auspices of a small community located near Pittsburgh was attended by staff members. An opportunity was gained to talk to some of the people who volunteered for the course to assess their backgrounds, motivation, etc. Contact was maintained with personnel conducting the course throughout the year for investigation and follow-up of individuals taking the course. At another time, project members assisted the Civil Defense Director of Allegheny County in preparing a shelter manager training course, and, through this, were able to examine the training needs of the individuals attending the course.

2. Trips were also taken to the OCD Staff College at Battle Creek during several refresher courses for Civil Defense University Extension Program personnel. Project staff members discussed AIR documents and approaches with them, and received information as to how their needs could be met.

3. The Introduction to Shelter Management was reviewed by members of the OCD Staff College and the Eastern Training Center who are involved in shelter management training.

4. As part of an experiment to examine the adequacy of an in-shelter guide prepared by AIR under OCD Contract No. OCD-PS-64-57, OCD Work Unit 1533A, 20 subjects were given the training textbook to use as a reference in solving a series of shelter management problems quite similar to those that make up the final examination in the training supplement document. Although the object of the experiment was not to test the training products, it can be reported that subjects found the Introduction to Shelter Management an easy document to use, and that the textbook did not contain any large gaps in general shelter management information.

RECOMMENDATIONS FOR FURTHER WORK IN THE DEVELOPMENT OF
SHELTER MANAGER TRAINING MATERIALS

1. One of the most important suggestions for future work in this area
   is the actual use-testing of the material developed (the text and
   its supplement) in an actual classroom setting.

2. Much work remains to be done in identifying the special problems
   associated with large shelters and incorporating large-shelter
   guidance into shelter management training materials.

3. Further study should be directed to the goal of maximizing the
   training benefits of the occupancy exercise that is part of shelter
   manager training. One direction research efforts should take is
   toward the simulation of large shelters by the use of specially pre-
   pared scenarios or other techniques.

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